

from that set forth in the County agricultural land preservation plan.

The land use objectives along with their supporting principles and standards are presented in Table 117.

## HOUSING OBJECTIVES, PRINCIPLES, AND STANDARDS

The housing objectives, principles, and standards for Waukesha County presented here were derived from the objectives, principles, and standards incorporated in the adopted regional housing plan for Southeastern Wisconsin. That plan was prepared under the guidance of a technical and citizen advisory committee consisting of local elected officials, government housing program administrators, architects, and builders from throughout Southeastern Wisconsin and was adopted by the Regional Planning Commission in 1975.<sup>3</sup> The County housing objectives, principles, and standards set forth in Table 118 represent those objectives, principles, and standards of the regional housing plan which were considered by the Advisory Committee to be applicable to, and supportable by, Waukesha County and the local units of government within the County.

In adapting the regional housing objectives, principles, and standards for use in the preparation of the County development plan, an effort was made to ensure conformity with housing standards currently used by Federal, State, and local housing agencies. In particular, the recommended objectives, principles, and standards are intended to coincide with the housing standards utilized in the Waukesha County Comprehensive Housing Affordability Strategy, standards which are largely prescribed by the U. S. Department of Housing and Urban Development.<sup>4</sup>

## OVERRIDING CONSIDERATIONS

In applying the land use and housing standards in the preparation of the County development plan, several overriding considerations must be recognized. First, it must be recognized that it is unlikely

any one plan proposal can meet all of the standards completely. Therefore, the extent to which each standard is met, exceeded, or violated must serve as a measure of the ability of the plan proposal to achieve the specific objectives which the given standard complements.

Second, it must be recognized that some objectives may be complementary. Thus, the achievement of one objective may support the achievement of other objectives. For example, the concentration of new urban residential development within planning units served by public sanitary sewers, water supply service, and other urban services and facilities, as called for in Standard No. 1 under land use Objective No. 2, is consistent with, and would support, the protection of the natural resources of the County, as called for under land use Objective No. 3.

Conversely, it must be recognized that some objectives may be conflicting, requiring reconciliation through compromise. For example, the preservation of agricultural and other open space lands as called for under land use Objective Nos. 7 and 8 must be reconciled with the required allocation of land to the various urban uses, as called for in Objective No. 1, in the plan design process.

Third, it must be recognized that the standards must be judiciously applied to areas or facilities which are already partially or fully developed, since strict application may require extensive renewal or reconstruction programs. In this respect, it should be particularly noted that the land use standards which are concerned with natural resource protection, use, or development, or with neighborhood and community development, relate primarily to those areas of the County where the resource base has not as yet been significantly deteriorated, depleted, or destroyed and where neighborhood and community development has not yet been significantly disrupted. In areas where such disruption, deterioration, depletion, or destruction has already occurred, application of the standards may make it necessary to inaugurate programs which would restore neighborhoods and the resource base to a higher level of quality or quantity.<sup>5</sup>

<sup>3</sup>See SEWRPC Planning Report No. 20, A Regional Housing Plan for Southeastern Wisconsin, 1975.

<sup>4</sup>Waukesha County, Waukesha County Comprehensive Housing Affordability Strategy, 1993.

<sup>5</sup>Such programs are specifically recommended for surface water resources in the comprehensive watershed plans prepared and adopted by the Commission and in the regional water quality management plan and for air resources in the regional air quality attainment and maintenance plan.

Table 117

# LAND USE DEVELOPMENT OBJECTIVES, PRINCIPLES, AND STANDARDS

## OBJECTIVE NO. 1

A balanced allocation of space to the various land use categories which meets the social, physical, and economic needs of the County population.

## PRINCIPLE

The planned supply of land set aside for any given use should approximate the known and anticipated demand for that use.

## STANDARDS

1. For each additional 100 dwelling units to be accommodated within the County at each residential density, the following minimum amounts of residential land should be set aside:

Residential Density	Net Area <sup>a</sup>		Gross Area <sup>b</sup>	
	Acres Per 100 Dwelling Units	Dwelling Units Per Acre	Acres Per 100 Dwelling Units	Dwelling Units Per Acre
High-Density Urban <sup>c</sup> .....	8	12.5	13	7.7
Medium-Density Urban <sup>c</sup> .....	23	4.3	32	3.1
Low-Density Urban <sup>c</sup> .....	83	1.2	109	0.9
Suburban-Density <sup>d</sup> .....	167	0.6	204	0.5
Rural-Density <sup>d</sup> .....	500	0.2	588	0.17

2. For each additional 1,000 persons to be accommodated within the County, the following minimum amounts of public park and recreation land should be set aside.

Public Park and Recreation Land Category	Net Area <sup>e</sup> (acres per 1,000 persons)	Gross Area <sup>f</sup> (acres per 1,000 persons)
Major .....	4	5
Other .....	8	9

3. For each additional 100 industrial employees to be accommodated within the County, the following minimum amounts of industrial land should be set aside:

Industrial Land Category	Net Area <sup>a</sup> (acres per 100 employees)	Gross Area <sup>g</sup> (acres per 100 employees)
Major and Other .....	7	9

4. For each additional 100 commercial employees to be accommodated within the County, the following minimum amounts of commercial land should be set aside:

Commercial Land Category	Net Area <sup>a</sup> (acres per 100 employees)	Gross Area <sup>g</sup> (acres per 100 employees)
Retail and Service		
Major .....	1	3
Other .....	2	6
Office		
Major and Other .....	1	2

5. For each additional 1,000 persons to be accommodated within the County, the following minimum amounts of governmental and institutional land should be set aside:

Governmental and Institutional Land Category	Net Area <sup>a</sup> (acres per 1,000 persons)	Gross Area <sup>h</sup> (acres per 1,000 persons)
Major and Other . . . . .	9	12

## OBJECTIVE NO. 2

A spatial distribution of the various land uses which will result in a compatible and efficient arrangement of land uses.

### PRINCIPLE

The proper allocation of uses to land can avoid or minimize hazards and dangers to health, safety, and welfare and maximize amenity, convenience, and efficiency in terms of accessibility to supporting land uses.

### STANDARDS

1. Urban high-, medium-, and low-density residential uses should be located within planning units which are served with centralized public sanitary sewerage and water supply facilities and contain, within a reasonable walking distance, such necessary supporting local service uses as neighborhood park, local commercial, and elementary school facilities, and should have reasonable access through the appropriate component of the transportation system to employment, commercial, cultural, and governmental centers, secondary schools, and higher educational facilities.
2. Rural- and suburban-density residential uses should have reasonable access through the appropriate component of the transportation system to local service uses; employment, commercial, cultural, and governmental centers; and secondary schools and higher educational facilities.
3. Industrial uses should be located to have direct access to arterial street and highway facilities and reasonable access through an appropriate component of the transportation system to residential areas and to railroad, seaport, and airport facilities and should not be intermixed with commercial, residential, governmental, recreational, or institutional land uses.
4. Major commercial uses should be located in centers of concentrated activity on only one side of an arterial street and should be afforded direct access<sup>l</sup> to the arterial street system.

## OBJECTIVE NO. 3

A spatial distribution of the various land uses which maintains biodiversity and clean air and will result in the protection and wise use of the natural resources of the County, including its soils, nonmetallic minerals, inland lakes and streams, groundwater, wetlands, woodlands, prairies, and wildlife.

### PRINCIPLE

The proper allocation of uses to land can assist in maintaining an ecological balance between the activities of man and the natural environment which supports him.

#### 1. Soils

### PRINCIPLE

The proper relation of urban and rural land use development to soil types and distribution can serve to avoid many environmental problems, aid in the establishment of better regional settlement patterns, and promote the wise use of an irreplaceable resource.

### STANDARDS

1. Sewered urban development, particularly for residential use, should not be located in areas covered by soils identified in the detailed operational soil survey as having severe limitations for such development.

2. Unsewered suburban residential development should not be located in areas covered by soils identified in the detailed operational soil survey as unsuitable for such development.
3. Rural development, including agricultural and rural residential development, should not be located in areas covered by soils identified in the detailed operational soil survey as unsuitable for such uses.

## **2. Nonmetallic Minerals**

### **PRINCIPLE**

Nonmetallic minerals, including sand and gravel, dimensional building stone, and organic materials, have significant commercial value and are an important economical supply of the construction materials needed for the continued development of Waukesha County and the Region and for the maintenance of the existing infrastructure. Urban development of lands overlying these resources and urban development located in close proximity to these resources may make it impossible to economically utilize these resources in the future and thus may result in shortages and concomitant increases in the costs of those materials, which would ultimately be reflected in both consumer prices and in the community tax structure.

### **STANDARD**

All known economically viable nonmetallic mineral deposits should be protected and preserved for future mining.

## **3. Inland Lakes and Streams**

### **PRINCIPLE**

Inland lakes and streams contribute to the atmospheric water supply through evaporation; provide a suitable environment for desirable and sometimes unique plant and animal life; provide the population with opportunities for certain scientific, cultural, and educational pursuits; constitute prime recreational areas; provide a desirable aesthetic setting for certain types of land use development; serve to store and convey flood waters; and provide certain water withdrawal requirements.

### **STANDARDS**

1. A minimum of 25 percent of the perimeter or shoreline frontage of lakes with a surface area in excess of 50 acres should be maintained in a natural state.
2. Not more than 50 percent of the length of the shoreline of inland lakes with a surface area in excess of 50 acres should be allocated to urban development, except for park and outdoor recreational uses.
3. A minimum of 10 percent of the shoreline of each inland lake with a surface area in excess of 50 acres should be maintained for public uses, such as a beach area, pleasure craft marina, or park.
4. It is desirable that 25 percent of the shoreline of each inland lake with a surface area less than 50 acres be maintained in either a natural state or some low-intensity public use, such as parkland.
5. Floodlands<sup>j</sup> should not be allocated to any urban development<sup>k</sup> which would cause, or be subject to, flood damage.
6. No unauthorized structure or fill should be allowed to encroach upon and obstruct the flow of water in the perennial stream channels<sup>l</sup> and floodways.<sup>m</sup>

## **4. Wetlands**

### **PRINCIPLE**

Wetlands<sup>n</sup> support a wide variety of desirable and sometimes unique plant and animal life; assist in the stabilization of lake levels and stream flows; trap and store plant nutrients in runoff, thus reducing the rate of enrichment of surface waters and noxious weed and algae growth; contribute to the atmospheric oxygen supply; contribute to the atmospheric water supply; reduce stormwater runoff by providing area for floodwater impoundment and storage; trap

soil particles suspended in runoff and thus reduce stream sedimentation; provide opportunities for certain scientific, educational, and recreational pursuits; and may serve as groundwater recharge and discharge areas.

### **STANDARDS**

1. All wetlands adjacent to streams or lakes, all wetlands within areas with special wildlife or other natural value, and all wetlands with an area of one acre or greater should not be allocated to any urban development except limited recreational and educational use and should not be drained or filled.<sup>0</sup>
2. Open lands surrounding wetlands adjacent to streams or lakes, wetlands having special wildlife or other natural values, and wetlands with an area in excess of 50 acres should be kept as a buffer with a minimum width of 75 feet in permanently vegetated open space uses.

## **5. Woodlands**

### **PRINCIPLE**

Woodlands<sup>P</sup> assist in maintaining unique natural relationships between plants and animals; reduce stormwater runoff; contribute to the atmospheric oxygen supply; contribute to the atmospheric water supply through transpiration; aid in reducing soil erosion and stream sedimentation; provide the resource base for the forest product industries; provide the population with opportunities for certain scientific, educational, and recreational pursuits; preserve diversity of species; and provide a desirable aesthetic setting for certain types of land use development.

### **STANDARDS**

1. A minimum of 10 percent of the land area of each watershed<sup>Q</sup> within the Region should be devoted to woodlands.
2. For demonstration and educational purposes, the woodland cover within each county should include a minimum of one 40-acre or larger woodlot devoted to each major forest type: dry, mesic, or lowland forest. In addition, the best remaining examples of the native forest vegetation types representative of the pre-settlement vegetation should be maintained in a natural condition and be made available for research and educational use.
3. A minimum regional aggregate of five acres of woodland per 1,000 population should be maintained for recreational pursuits.

## **6. Prairies**

### **PRINCIPLE**

Prairies,<sup>r</sup> including savannas, assist in maintaining unique natural relationships between plants and animals; reduce stormwater runoff; contribute to the atmospheric oxygen supply; contribute to the atmospheric water supply through transpiration; aid in reducing soil erosion; preserve diversity of species; and provide opportunities for scientific, educational, and recreational pursuits.

### **STANDARD**

All remaining native prairies representative of the presettlement vegetation should be maintained in a natural condition and be made available for research and educational use.

## **7. Wildlife**

### **PRINCIPLE**

Wildlife, when provided with a suitable habitat, will supply the population with opportunities for certain scientific, educational, and recreational pursuits; comprises an integral component of the life systems which are vital to beneficial natural processes, including the control of harmful insects and other noxious pests and the promotion of plant pollination; provides a food source; offers an economic resource for the recreation industries; and serves as an indicator of environmental health.

## **STANDARDS**

1. The most suitable habitat for wildlife, the area wherein fish, game and nongame species can best be fed, sheltered, and reproduced, is a natural habitat. Since the natural habitat for wildlife can best be achieved by preserving or maintaining in a wholesome state other resources such as water, wetlands, prairies, and woodlands, the standards for each of these other resources, if met, would ensure the preservation of a suitable wildlife habitat and population.

2. Wildlife populations should be maintained in balance with the holding capacity of the land.

### **8. Clean Air**

#### **PRINCIPLE**

Air is a particularly important determinant of the quality of the environment for life, providing the vital blend of oxygen and other gases needed to support healthy plant and animal life. Air, however, contains pollutants contributed by both natural and human sources which may be harmful to plant and animal life, that may injure or destroy such life, and that may severely damage personal and real property.

#### **STANDARDS**

1. Encourage a centralized land use development pattern to minimize automobile travel and related air pollutant emissions.

2. Encourage protection of existing woodlands, wetlands, and prairies to enhance atmospheric oxygen supply levels.

#### **OBJECTIVE NO. 4**

A spatial distribution of the various land uses which is properly related to the supporting transportation, utility, and public facility systems in order to assure the economical provision of transportation, utility, and public facility services.

#### **PRINCIPLE**

The transportation and public utility facilities and the land use pattern which these facilities serve and support are mutually interdependent in that the land use pattern determines the demand for, and loadings upon, transportation and utility facilities; these facilities, in turn, are essential to, and form a basic framework for, land use development.

#### **STANDARDS**

1. Urban development should be located and designed so as to maximize the use of existing transportation and utility systems.

2. The transportation system should be located and designed to provide access, not only to all land currently devoted to urban development, but also to land proposed to be used for such urban development.

3. All land developed or proposed to be developed for urban medium-, high-, and low-density residential use should be located in areas serviceable by an existing or proposed public sanitary sewerage system and preferably within the gravity drainage area tributary to such systems.

4. All land developed, or proposed to be developed, for urban medium-, high-, and low-density residential use should be located in areas serviceable by an existing or proposed public water supply system.

5. All land developed or proposed to be developed for urban medium- and high-density residential use should be located in areas serviceable by existing or proposed mass transit facilities.

6. The transportation system should be located and designed to minimize the penetration of existing and proposed residential neighborhood units by through traffic.

7. Transportation terminal facilities, such as off-street parking, off-street truck loading, and mass transit loading facilities, should be located in close proximity to the principal land uses to which they are accessory.

8. In the absence of public sanitary sewer service, onsite sewage disposal systems should be utilized only in accordance with the following:

- a. Onsite soil-absorption sewage disposal systems should be utilized only in areas covered by soils which are suitable for the system being considered.
- b. The use of onsite sewage disposal systems should be limited to the following types of development:
  - 1) Rural residential development.
  - 2) Suburban density residential development, limited, however, to areas already committed to such use.<sup>S</sup>
  - 3) Urban land uses which may be required in unsewered areas, such as transportation-related businesses, agriculture-related businesses, communication facilities, utility installations, and park and recreation sites.
- c. Use of the various types of onsite sewage disposal systems should be in accordance with the following:
  - 1) New development in unsewered areas should be designed to be served by conventional onsite soil-absorption sewage disposal systems.
  - 2) Alternative onsite soil-absorption sewage disposal systems should be utilized only to remedy failing conventional onsite sewage disposal systems or on lots or parcels of record that cannot support conventional systems.
  - 3) Holding tanks should be used only as a last resort as a replacement for failing conventional or alternative onsite sewage disposal systems.
- d. New urban development served by onsite sewage disposal systems in areas planned to receive sanitary sewer service should be discouraged. Where such development is permitted, it should be designed so that the public and private costs of conversion to public sanitary sewer service are minimized.

#### **OBJECTIVE NO. 5**

The development and conservation of residential areas within a physical environment that is healthy, safe, convenient, and attractive.

#### **PRINCIPLE**

Residential areas developed in designed neighborhood units can assist in stabilizing community property values, preserving residential amenities, and promoting efficiency in the provision of public and community service facilities; can best provide a desirable environment for family life; and can supply the population with improved levels of safety and convenience.

#### **STANDARDS**

1. Urban high-, medium-, and low-density residential development should be located in well-planned neighborhood units which are physically self-contained within clearly defined and relatively permanent isolating boundaries, such as arterial streets and highways, major park and open space reservations, or significant natural features, such as rivers, streams, or hills.
2. Urban residential neighborhood units should contain enough area to provide: housing for the population served by one elementary school and one neighborhood park; an internal street system which discourages penetration of the unit by through traffic; and all the community and commercial facilities necessary to meet the day-to-day living requirements of the family within the immediate vicinity of its dwelling unit.
3. Suburban- and rural-density residential development should be located in areas where onsite soil-absorption sewage disposal systems and private wells can be accommodated and access to other services and facilities can be

provided through appropriate components of the transportation system at the community or regional level, thereby properly relating such development to a rural environment.

To meet the foregoing standards, land should be allocated in each urban and rural development category as follows:

Land Use Category	Percent of Area in Land Development Category					
	Urban High-Density {7.0-17.9 dwelling units per net residential acre}	Urban Medium-Density {2.3-6.9 dwelling units per net residential acre}	Urban Low-Density {0.7-2.2 dwelling units per net residential acre}	Suburban- Density {0.2-0.6 dwelling units per net residential acre}	Rural- Density {0.1-0.2 dwelling units per net residential acre}	Agricultural (less than 0.2 dwelling units per net residential acre)
Residential .....	66.0	71.0	76.5	82.0	85.0	6.0
Streets and Utilities .....	25.0	23.0	20.0	18.0	15.0	4.0
Parks and Playgrounds .....	3.5	2.5	1.5	--	--	--
Public Elementary Schools .....	2.5	1.5	0.5	--	--	--
Other Governmental and Institutional .....	1.5	1.0	1.0	--	--	--
Retail and Service .....	1.5	1.0	0.5	--	--	--
Nonurban .....	--	--	--	--	--	90.0
Total	100.0	100.0	100.0	100.0	100.0	100.0

4. To the extent practicable, efforts directed at the conservation and renewal of existing residential areas should be undertaken on a neighborhood basis and should seek to preserve those cultural features which contribute to the promotion of neighborhood identity within the larger urban complex.

#### OBJECTIVE NO. 6

The preservation, development, and redevelopment of a variety of suitable industrial and commercial sites, both in terms of physical characteristics and location.

#### PRINCIPLE

The production and sale of goods and services are among the principal determinants of the level of economic vitality in any society; the important activities related to these functions require areas and locations suitable to their purposes.

#### STANDARDS

1. Major industrial development<sup>f</sup> should be located in planned industrial districts which meet the following standards:
  - a. Direct access to the arterial street and highway system and access within two miles to the freeway system.
  - b. Direct access to railway facilities, if required by the industries located within the district.
  - c. Direct access to primary, secondary, and tertiary mass transit service.
  - d. Access to a General Utility-Stage II airport within a maximum travel time of 30 minutes and access to seaport facilities with a maximum travel time of 60 minutes.
  - e. Available adequate water supply.
  - f. Available adequate public sanitary sewer service.
  - g. Available adequate stormwater drainage facilities.
  - h. Available adequate power supply.
  - i. Site covered by soils identified in the regional soils survey as having slight or moderate limitations for industrial development.



In addition to the above minimum standards, the following site development standards are desirable:

- j. Lands with slopes generally exceeding 6 percent may not be suitable for industrial development. Desirably, the maximum grade of any street in an industrial area should not exceed 3 percent.
- k. Provision of adequate off-street parking and loading facilities.
- l. Provision of properly located points of ingress and egress which are controlled to prevent traffic congestion on adjacent arterial streets.
- m. Provision of adequate buffers between the industrial and adjacent nonindustrial uses.
- n. Provision of adequate setbacks from major arterial streets and highways.

2. Major retail development<sup>U</sup> should be concentrated in commercial centers which meet the following minimum standards:

- a. Direct access to the arterial street system.
- b. Direct access to the primary, secondary, and tertiary mass transit service.
- c. Available adequate water supply.
- d. Available adequate public sanitary sewer service.
- e. Available adequate stormwater drainage facilities.
- f. Available adequate power supply.
- g. Site covered by soils identified in the regional soils survey as having slight or moderate limitations for commercial development.

In addition to the above minimum standards, the following site development standards are desirable:

- h. Provision of adequate off-street parking and loading facilities.
- i. Provision of properly located points of ingress and egress which are controlled to prevent traffic congestion on adjacent arterial streets.
- j. Provision of adequate buffers between the retail use and adjacent nonretail uses.
- k. Provision of adequate building setbacks from major arterial streets and highways.

3. Major office development<sup>V</sup> should be concentrated in commercial centers which meet the following minimum standards:

- a. Direct access to the arterial street system.
- b. Direct access to primary, secondary, and tertiary mass transit service.
- c. Available adequate water supply.
- d. Available adequate public sanitary sewer service.
- e. Available adequate stormwater drainage facilities.
- f. Available adequate power supply.

- g. Site covered by soils identified in the regional soils survey as having slight or moderate limitations for commercial development.
- h. Access to a General Utility-Stage II airport within a maximum travel time of 30 minutes.

In addition to the above minimum standards, the following site development standards are desirable:

- i. Provision of adequate off-street parking and loading facilities.
  - j. Provision of properly located points of ingress and egress which are controlled to prevent traffic congestion on adjacent arterial streets.
  - k. Provision of adequate buffers between the office use and adjacent nonoffice uses.
  - l. Provision of adequate building setbacks from major arterial streets and highways.
4. Other industrial development should be located in planned industrial districts which meet the following standards:
- a. Direct access to the arterial street and highway system.
  - b. Direct access to mass transit facilities.
  - c. Available adequate water supply.
  - d. Available adequate public sanitary sewer service.
  - e. Available adequate stormwater drainage facilities.
  - f. Available adequate power supply.
  - g. Site covered by soils identified in the regional soils survey as having slight or moderate limitations for industrial development.
5. Other commercial development, which includes activities primarily associated with the sale of convenience goods and services, should be contained within the residential planning units, the total minimum area devoted to the commercial use varying with the residential density:
- a. In low-density urban areas, land devoted to local commercial centers should comprise at least 0.5 percent of the total gross neighborhood area, or about 3.2 acres per square mile of gross neighborhood area.
  - b. In medium-density urban areas, land devoted to local commercial centers should comprise at least 1.0 percent of the total gross neighborhood area, or about 6.4 acres per square mile of gross neighborhood area.
  - c. In high-density urban areas, land devoted to local commercial centers should comprise at least 1.5 percent of the total gross neighborhood area, or about 9.6 acres per square mile of gross neighborhood area.

#### **OBJECTIVE NO. 7**

The preservation and provision of open space<sup>W</sup> to enhance the total quality of the regional environment, maximize essential natural resource availability, give form and structure to urban development, and facilitate the ultimate attainment of a balanced year-round outdoor recreational program providing a full range of facilities for all age groups.

#### **PRINCIPLE**

Open space is the fundamental element required for the preservation, wise use, and development of such natural resources as soil, water, woodlands, wetlands, native vegetation, and wildlife; it provides the opportunity to add to the physical, intellectual, and spiritual growth of the population; it enhances the economic and aesthetic value of certain types of development; and it is essential to outdoor recreational pursuits.

## **STANDARDS<sup>x</sup>**

1. Major park and recreation sites providing opportunities for a variety of resource-oriented outdoor recreational activities should be provided within a 10-mile service radius of every dwelling unit in the County, and should have a gross site area of 100 to 250 acres.
2. Other park and recreation sites should be provided within a maximum service radius of two miles of every dwelling unit in an urban area and should have a gross site area of 5 to 100 acres.
3. Areas with unique scientific, cultural, scenic, or educational value should not be allocated to any urban or agricultural land uses; adjacent surrounding areas should be retained in such open space use as agriculture or limited recreation.

## **OBJECTIVE NO. 8**

The preservation of land areas to provide for agriculture, provide a reserve or holding area for future needs, and ensure the preservation of those rural areas which provide wildlife habitat and which are essential to shape and order urban development.

## **PRINCIPLE**

Agricultural areas, in addition to providing food and fiber, can supply significant wildlife habitat; contribute to maintaining an ecological balance between plants and animals; offer locations proximal to urban centers for the production of certain food commodities which may require nearby population concentrations for an efficient production-distribution relationship; provide opportunities for agricultural and agriculture-related employment, thus supporting an important component of the economic base of the Region; provide open spaces which give form and structure to urban development and protect the aesthetic appearance of the rural landscape.

## **STANDARDS**

1. Prime<sup>y</sup> agricultural lands should be preserved for agricultural use.
2. All agricultural lands surrounding adjacent high-value scientific, educational, and recreational resources should be preserved.

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<sup>a</sup>Net land use area is defined as the actual site area devoted to a given use, consisting of the ground-floor site area occupied by any buildings plus the required yards and open spaces.

<sup>b</sup>Gross residential land use area is defined as the net area devoted to this use plus the area devoted to all supporting land uses, including streets, neighborhood parks and playgrounds, elementary schools, and neighborhood institutional and commercial uses, but not including freeways and expressways and other community and areawide uses.

<sup>c</sup>Areas which are served, proposed to be served, or required to be served by public sanitary sewerage and water supply facilities and which require neighborhood facilities.

<sup>d</sup>Areas which are not served, not proposed to be served, nor required to be served by public sanitary sewerage and water supply facilities and which do not require neighborhood facilities.

<sup>e</sup>This category includes areas developed for active recreation use.

<sup>f</sup>Gross public park and recreation area is defined as the net area devoted to active or intensive recreation use plus the adjacent lands devoted to supporting land uses such as roads and parking areas. This area does not include surface water, woodlands, wetlands, or other natural resources.

<sup>g</sup>Gross commercial and industrial area is defined as the net area devoted to these uses plus the area devoted to supporting land uses, such as off-street parking.

<sup>h</sup>Gross governmental and institutional area is defined as the net area devoted to governmental and institutional use plus the area devoted to supporting land uses, such as off-street parking.

<sup>i</sup>Direct access implies adjacency or immediate proximity.

<sup>j</sup>Floodlands are herein defined as those lands inundated by a flood having a recurrence interval of 100 years, where hydrologic and hydraulic engineering data are available, and as those lands inundated by the maximum flood of record where such data are not available.

<sup>k</sup>Urban development, as used here, refers to all land uses except agriculture, water, woodlands, wetlands, open lands, and quarries.

<sup>l</sup>A stream channel is herein defined as that area of the floodplain lying either within legally established bulkhead lines or within sharp and pronounced banks marked by an identifiable change in flora and normally occupied by the stream under average annual high-flow conditions.

<sup>m</sup>Floodway lands are herein defined as those designated portions of the floodlands that will safely convey the 100-year recurrence interval flood discharge with small, acceptable upstream and downstream stage increases.

<sup>n</sup>Wetlands are defined as "areas that are inundated or saturated by surface water or groundwater at a frequency, and with a duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions."

<sup>o</sup>Activities such as draining, clearing, excavating, and filling of water-filled depressions and wetlands created in dry land incidental to mining, excavation, and processing of non-metallic minerals, including the reclamation of mining land, should be exempt until all mining and reclamation activities have been completed.

<sup>p</sup>Woodlands are defined as those upland areas having 17 or more deciduous trees per acre each measuring at least four inches in diameter at breast height and having at least a 50 percent canopy cover. In addition, coniferous tree plantations and reforestation projects are defined as woodlands. It is also important to note that all lowland wooded areas, such as tamarack swamps, are defined as wetlands because the water table in such areas is located at, near, or above the land surface and because such areas are generally characterized by hydric soils which support hydrophytic trees and shrubs.

<sup>q</sup>A watershed is defined as an area 25 square miles or larger in size occupied by a surface drainage system discharging all surface water runoff to a common outlet.

<sup>r</sup>Prairies are defined as open, generally treeless areas which are dominated by native grasses. In Southeastern Wisconsin, there are three types of prairies corresponding to soil moisture conditions: dry prairies, mesic prairies, and wet prairies. In addition, it is important to note that, for purposes of this report, savannas, which are defined as areas dominated by native grasses but having between one and 17 trees per acre, are classified as prairies. In Southeastern Wisconsin, there are two types of savannas, oak openings and cedar glades.

<sup>s</sup>Onsite sewage disposal systems should not accommodate new suburban residential development, but should be provided to serve only those lands already committed to such development, namely platted but currently undeveloped lots of record or lots created by certified survey maps.

<sup>t</sup>Major industrial development is defined as an industrial area having a minimum of 3,500 industrial employees.

<sup>u</sup>Major retail development is defined as a retail area having a minimum of 2,000 retail employees.

<sup>v</sup>Major office development is defined as an office area having a minimum of 3,500 office and service related employees.

<sup>w</sup>Open space is defined as land or water areas which are generally undeveloped for urban residential, commercial, or industrial uses and are or can be considered relatively permanent in character. It includes areas devoted to park and recreation uses and to large land-consuming institutional uses, as well as areas devoted to agricultural use and to resource conservation, whether publicly or privately owned.

*<sup>x</sup>It was deemed impractical to establish spatial distribution standards for open space per se. Open spaces which are not included in the spatial distribution standards are: forest preserves and arboreta; major river valleys; lakes; zoological and botanical gardens; stadia; woodland, wetland, and wildlife areas; scientific areas; and agricultural lands whose location must be related to, and determined by, the natural resource base.*

*<sup>y</sup>Prime agricultural lands are defined as agricultural lands in farms which meet the following specific criteria regarding farm size and agricultural soil capabilities: 1) the farm unit must be at least 35 acres in area, 2) at least 50 percent of the farm unit must be covered by soils which meet the U. S. Soil Conservation Service standards for national prime farmland, and 3) the farm units should be located in a block of farmland at least five square miles in size.*

**Table 118**

**HOUSING OBJECTIVES, PRINCIPLES, AND STANDARDS**

**OBJECTIVE NO. 1**

The provision of decent, safe, and sanitary housing<sup>a</sup> for all residents of the County.

**PRINCIPLE**

Housing fulfills one of the most basic of human needs, the need for shelter for protection against the elements. The provision of decent, safe, and sanitary housing thus satisfies certain basic physiological and psychological needs, enhances physical health, and provides a sense of satisfaction and physical well-being which produces overall benefits to society in terms of a more productive, healthier, happier citizenry. Adequately sized housing which contains the necessary total floor area to assure decent living, sleeping, cooking, and dining accommodations; sufficient storage area; and adequate space for privacy provides all household members with the opportunities to carry out basic family functions and will assist in their normal growth and maturation and provide a sense of mental well-being which can help to maintain stability and order in a dynamic society.

**STANDARDS**

1. Minimum total improved floor area<sup>b</sup> and sleeping area required for decent household living accommodations should be provided as follows:<sup>c</sup>

Number of Persons	Minimum		Total Minimum Square Feet of Improved Floor Area
	Number of Bedrooms <sup>d</sup>	Square Feet of Sleeping Area	
1	0	100	250
2	1	120	420
3	2	200	550
4	2	200	700
5	3	280	830
6	3	280	980
7	4	380	1,130
8	4	380	1,230
9 <sup>e</sup>	5	480	1,330

2. Housing should be constructed so as to provide maximum protection from the elements.

- a. Housing units should be properly weather-stripped and insulated.
- b. Housing units should be equipped with heating facilities adequate for healthful and comfortable living.

3. Housing units should be constructed so as to minimize danger to their occupants due to deficiencies in the basic structural and mechanical components.

- a. Sound construction techniques based upon accepted engineering standards and quality workmanship should be utilized.
- b. Building materials should be structurally adequate and resist the damaging effects of weather, decay, and corrosion; fire; and insects and other pests, as well as the abuse which may result from wear due to normal occupancy.
- c. Housing units intended for permanent year-round long-term occupancy should be designed and constructed so that the basic structural components have, with timely and proper maintenance, an indefinite physical life and so that the electrical and mechanical equipment have, with proper maintenance and component replacement, a minimum physical life of 20 years.

- d. The electrical service and accompanying system of wiring, equipment, and appurtenances should be properly installed so as to safely supply electrical energy adequate for efficient operation of essential and appropriate appliances and equipment.
  - e. Adequate natural and artificial illumination should be provided.
  - f. Security devices in the form of sturdy locks for all exterior windows and doors should be provided.
4. Housing units should be constructed to provide adequate protection from infestations of insects, vermin, and rodents.
5. Housing units should contain the following minimum sanitary facilities and services within the unit:
- a. A ready supply of safe and palatable water.
    - 1) Housing located in, or to be located in, areas of medium<sup>f</sup> or high-density<sup>g</sup> urban development should be served by centralized public water supply facilities.
    - 2) Housing located in, or to be located in, areas of low-density<sup>h</sup> urban development where such areas are contiguous to areas of medium- and high-density urban development should be served by centralized public water supply facilities.
    - 3) Housing located in basically rural areas not serviced by a centralized public water supply facility should be served by individual wells constructed to conform with State and local plumbing and health codes.
  - b. Adequate wastewater disposal and treatment facilities.
    - 1) Housing located in, or to be located in, areas of medium- or high-density urban development should be served by centralized sanitary sewerage facilities.
    - 2) Housing located in, or to be located in, areas of low-density urban development where such areas are contiguous to areas of medium- and high-density urban development should be served by centralized sanitary sewerage facilities. Where noncontiguous low-density development already exists and the underlying soil resources base will not properly support onsite soil absorption waste disposal systems, new housing should be allowed only if centralized sanitary sewer service is provided.
  - c. Adequate solid waste storage, disposal, and/or removal facilities.
    - 1) Facilities should be available in, or adjacent to, the housing unit for storage and/or disposal of garbage and other solid wastes.
    - 2) Solid waste should be removed at least once each week by means of a private or publicly operated collection program.
  - d. Adequate storm water removal facilities.

Surface and subsurface water which enters the housing unit through basement or foundation drain tile should be collected in a sump pit and mechanically pumped to the exterior of the unit, directed away from the building foundation, and infiltrated into the soil or directed to an appropriate stormwater-drainage facility such as a gutter, road ditch, or piped storm water drain.
  - e. Direct natural ventilation should be provided by means of an operable window to all sleeping rooms, and natural or mechanical ventilation should be provided to all other habitable rooms.
  - f. Adequate food preparation facilities.

The kitchen or other food preparation facilities should include a sink connected to an adequate water supply and adequate wastewater disposal system; provision for a permanently connected stove and a refrigerator; and adequate space for storage of food, utensils, and dishes.

**g. Adequate bathing and toilet facilities.**

A separately enclosed bathroom facility should include a permanently installed flush toilet connected to an adequate wastewater disposal system, lavatory/sink, and bathtub or shower with hot and cold running water under pressure.

**h. Laundry facilities.**

Laundry facilities should include a laundry tray with adequate plumbing connections properly located within the housing structure.

**OBJECTIVE NO. 2**

The provision of an adequate stock of decent, safe, and sanitary housing to meet the county's total housing requirement and, as components of that requirement, the effective market demand and true housing need.

**PRINCIPLE**

Increases in the total number of households within the County as a result of new household formations and net immigration of additional households as well as changing size and composition of existing households require a concomitant increase in housing units. New centers of employment which accommodate industrial, retail, service, governmental, or other uses may also prompt the need for additional employee housing.

**STANDARDS**

1. The supply of vacant and available housing units should be sufficient to maintain and facilitate ready housing consumer turnover. Rental and homeowner vacancy rates at the county level and, if possible, within local housing analysis areas<sup>1</sup> should be maintained at a minimum of 4 percent and a maximum of 6 percent for rental units and a minimum of 1 percent and a maximum of 2 percent for homeowner units over a full range of housing types, sizes, and costs.

2. The supply of sound housing units should be provided through the working of the private housing sector to the maximum extent possible, with continued assistance, incentives, and cooperation by various Federal, State, and local governmental agencies rendered as necessary.

3. A sufficient supply of new housing should be made available within reasonable proximity to new employment centers. To meet this standard, additional housing at a rate of 75 housing units per 100 new jobs should be provided within a six-mile one-way travel distance of such employment centers.

**PRINCIPLE**

Housing is not a luxury; it is a necessity and, as such, should be available to all persons within the County who do not have the sufficient income or assets to provide decent, safe, and sanitary housing for themselves.

**STANDARDS**

1. Households should not have to pay more than 30 percent of their adjusted gross income<sup>1</sup> in order to secure decent, safe, and sanitary housing, including, in addition to the contract rent payment or the payment of the principal, interest, and taxes, the necessary insurance, utility, and other attendant costs.

2. Alternative housing plans formulated to meet the County's true housing needs should be designed to satisfy the housing preferences of households in housing need to the maximum extent possible.

**OBJECTIVE NO. 3**

The maintenance, preservation, and, where necessary, rehabilitation of the existing stock of housing.



## PRINCIPLE

Housing is remarkably durable, and with adequate maintenance, most dwellings will deteriorate rather slowly with age. Important to the establishment of an adequate supply of sound housing, therefore, is the continual need for preventive maintenance of basically sound housing units and early rehabilitation of deteriorating housing units.

## STANDARDS

1. Basically sound housing units which have only minor defects<sup>k</sup> should be upgraded and maintained in sound condition to the maximum extent possible.
2. Basically sound housing units which have major defects<sup>l</sup> should be repaired and rehabilitated and measures taken to eliminate or minimize future deterioration.
3. Housing units which have deteriorated to the point of becoming a health or safety hazard for their occupants and which are not economically feasible to rehabilitate should be removed and replaced by decent, safe, and sanitary housing units.

## OBJECTIVE NO. 4

The provision of adequate locational choice of housing.

## PRINCIPLE

The Southeastern Wisconsin Region provides a wide variety of employment, educational, cultural, and recreational facilities. Adequate choice in the size, cost, and location of housing units will facilitate the opportunity for all households to utilize and enjoy these facilities. Geographic distribution and price level variety of housing units can also assist in reducing economic and racial imbalances and equalize fiscal disparities and services differences among communities within the Region.

## STANDARD

Vacant and available<sup>m</sup> housing units within local housing analysis areas should be geographically well distributed and include a full range of housing by type, size, and cost.

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<sup>a</sup>Decent, safe, and sanitary housing should conform to the Wisconsin Department of Industry, Labor, and Human Relations Uniform Building Code as specified in Chapters ILHR 20 through ILHR 25 of the Wisconsin Administrative Code.

<sup>b</sup>Minimum total improved floor area includes total usable floor area, including bathrooms, hallways within the living unit, and closets, but excludes basements, garages, and attics except those portions of same which are improved and could be utilized as year-round living space.

<sup>c</sup>The U. S. Department of Housing and Urban Development (HUD) relies upon data from the U. S. Census of Population and housing regarding the number of persons per room as a surrogate measure of spatial adequacy. Under HUD standards, housing units are considered overcrowded if the number of persons in the household exceeds the number of rooms. For purposes of this standard, "rooms" include living rooms, dining rooms, kitchens, bedrooms, finished recreation rooms, and enclosed porches suitable for year-round use. Excluded are bathrooms, halls or foyers, utility rooms, unfinished attics or basements, and other unfinished space used for storage.

<sup>d</sup>The standard of no more than two persons per bedroom is appropriate for regional analysis purposes. Ideally, however, assuming detailed data were available, each household's bedroom needs should be evaluated on an individual basis, and the number of bedrooms required for each household should be allocated in the following order:

1. One bedroom to each married couple.
2. One bedroom to other single persons 21 years of age or older.

3. *One bedroom to each pair of persons age 10 to 20 of the same sex.*
4. *One bedroom to an individual age 10 to 20 paired with an individual under 10 of the same sex.*
5. *One bedroom to each remaining pair of individuals under 10 years of age. (Any remaining child under 10 should have a separate bedroom.)*

<sup>e</sup>*For one additional person, add 100 square feet to total minimum square feet of improved floor area. For each two additional persons, add one bedroom or 100 square feet of sleeping area and 200 square feet of improved floor area.*

<sup>f</sup>*Medium density is defined as 2.3-6.9 dwelling units per net residential acre.*

<sup>g</sup>*High density is defined as 7.0-17.9 dwelling units per net residential acre.*

<sup>h</sup>*Low density is defined as 0.7-2.2 dwelling units per net residential acre.*

<sup>i</sup>*For purposes of the plan "housing analysis areas" are coterminous with the "planning analysis areas," identified on Map 81 of Chapter VIII.*

<sup>j</sup>*Adjusted gross income equals gross annual income from all sources before taxes and withholding minus \$400 for each minor dependent.*

<sup>k</sup>*Minor defects are those defects which do not impair the livability of the housing unit nor accelerate the physical deterioration of the structure, e.g., peeling paint, loose gutter or downspout, or cracked window.*

<sup>l</sup>*Major defects are those defects which can impair the livability of the housing unit and may accelerate the physical deterioration of the structure, e.g., large areas of exposed unpainted or unprotected wood, cracks in walls, or missing roof shingles or siding materials.*

<sup>m</sup>*Based upon homeowner and renter vacancy rate standards in Objective No. 2, Principle No. 1, Standard No. 1.*

